

No.AV.13024/1/2018-AS  
Government of India]  
Ministry of Civil Aviation  
AS Section

Subject: Digi Yatra.

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On this file, we are considering the matter of finalization of standards for Aadhaar Enabled Entry & Biometric e-Boarding process ~ Digi Yatra.

2. There is an agreement between all stakeholders that a Common Digi Yatra ID platform that offers core passenger services viz. enrolment, authentication, consented profile sharing etc., needs to be built as a shared national infrastructure with APIs for airports and apps to integrate.

3. The development towards finalization of the standards for Digi Yatra project is given as under for kind perusal:-

- a) The draft policy document Ver.1.0 on Digi Yatra submitted by AAI (Digital Cell) in Feb, 2018 was shared with MHA, MEA, IB, R&AW, CISF, BCAS, DGCA, DRI, UIDAI, MeITY for examination and comments.
- b) A committee had been set up under the chairmanship of Jt. DG, BCAS with members from MoCA, CISF and AAI to examine the aspect of reduction of CISF manpower at airports on implementation of Digi Yatra. HMoSCA chaired a meeting on 21.03.2018 to discuss the concept of development of integrated Travel and Tourism Eco-system with stakeholders from travel and tourism eco-system, airlines, airport operators, etc.
- c) The Digi Yatra initiatives were discussed in various meetings chaired by HMCA, HMoSCA, Secretary and JS(U). Discussions were also held with the UIDAI authorities reg. various aspects of Digi Yatra (chaired by JS(U) on 03.04.2018). The officers of AS Division also visited UIDAI to discuss the initiatives.
- d) Comments upon the initial version of the policy document have so far been received from MEA, CISF, R&AW, IB, and MeITY. The contents of the comments have also been shared with the Digital Cell of AAI. Digital Cell also carried forward the discussions with the UIDAI authorities and also devised Digi Yatra ID Programme in which passengers can use Aadhaar or other Govt. IDs for creating the identity.
- e) During the course of discussion held on 19<sup>th</sup> July, 2018 in Bangalore under the chairmanship of Chairman, AAI, it was inter-alia decided that a JVC/SPC may be formed for the purpose to design, develop, build, operate & maintain the Digi Yatra central services and to set standards and procedural guidelines for Digi Yatra use by airport operators.

4. After consultations at various stages, AAI have now submitted to this Ministry a policy document on 'Digi Yatra', incorporating therein the parameters considered / suggested by the Technical Working Committee. The copy of the said draft policy document as submitted by AAI, may be perused on this file at Flag 'A'. As may be seen from the PPT prepared by AAI on the Digi Yatra, the salient features of the project are as below:-

- This service will be used at the 5 main domestic passenger checkpoints across any terminal – airport terminal entry, check-in / bag-drop as and when an airport operator is ready for integration with their check-in system, security check and boarding gates with appropriate reconciliation system at aircraft door.

(pto)

✓ Flag 'A'  
1. Flag 'A'  
2. Flag 'B'  
3. Flag 'C'  
4. Flag 'D'  
5. Flag 'E'

- It is expected that a subsequent phase will include departure and arrival immigration (i.e. border controls).
- This service shall be provided as API integration on the Digi Yatra Platform.
- Creation and use of the Digi Yatra ID by a passenger will be completely voluntary, and a one-time registration process using a Govt. ID is needed to enroll into the Digi Yatra Platform. Users will also have an option, at any time, to opt-out and delete their profile.
- In order to simplify the user experience and encourage more passengers to use the Digi Yatra Platform, a two-step enrolment process is envisaged.
- The first step, involving pre-registration would happen online, and
- The second step involving the activation and verification of the registration would happen at a kiosk, separate from the entry gate using a one-time Govt. ID validation at the Airport.
- The choice of Govt. ID used when enrolment is the choice of the individual. They can use any of the valid Government ID etc.
- Digi Yatra ID enrolment kiosk will be a separate kiosk at each airport. This is to prevent long queues and allow for ease of registration/enrolment.
- In the future, enrolment and update kiosks can be extended beyond airports where greater numbers of passengers can register conveniently.
- Passengers who have enrolled once do not have to go to the Registration kiosks for their subsequent travels.
- As the primary and mandatory passenger check is at the Airport Entry Gate and Boarding, the Digi Yatra Platform will provide 1:1 authentication services based on facial recognition to all airports for these two checkpoints.
- This service shall be upgraded to 1:N in a phased manner based on the overall system performance of the Biometric Boarding system.
- The Digi Yatra platform would be an ID only platform. It will provide an authentication service (either 1:1 or 1:n), that airports may implement as per their own solution architecture.
- For an enrolled passenger, at the time of entry, a copy of recently captured face will be shared with local airport for temporary usage. This facial data will not be stored by airports for longer than the duration of transit of passenger and facial data will be purged out of the system 1 hour after take-off/ departure of the flight.
- At the time of consent collection, Digi Yatra will strictly take consent from user for sharing face data for checkpoint clearance only and optionally another consent independently for any value added services that the passenger may wish to avail.
- A one click "opt-out" link shall be made available to users directly, on the Digi Yatra platform.
- Ensures a standard & Uniform process" for all passengers, irrespective of type of Govt. ID presented

Simple process flow in Digi Yatra:

- (i) Enter Digi Yatra ID at the time of Booking/ Create your own Digi Yatra ID from Air Sewa/ Airline/ Online Travel Agent website or at the Airport Kiosk

- (ii) Airport Entry simplified process
  - Scan Boarding Card/ Ticket with QR/ Barcode at the Registration Kiosk
  - Kiosk captures Face Biometric –
    - One time validation with AADHAAR for the first time registration, OR
    - Manual ID check also possible with CISF security at the entry
- (iii) At Entry Gate Scan Boarding Pass/ ETKT and Face Biometric verification of passenger
- (iv) At the Check-in Kiosk / Baggage Drop, identification by Face biometric and instant bag tag generation and baggage deposit
- (v) Face biometric identification at Security Check, hence no Stamping of Boarding Pass
- (vi) Face biometric identification at the Boarding E-Gate

Possible benefits of Digi Yatra Project to passengers:-

- No need to Show Paper Ticket/ Boarding Pass & Physical ID document at multiple Airport Checkpoints
- Single Token Face Biometrics used for Identification
- Optionally exceptions managed by using QR code
- Integrated Travel Document & Identity Document
- Seamless Access across all Check-Points at the Airport
- Reduced Queues & Queue waiting times
- Enhanced Experience, Seamless, Hassle-Free & Paperless
- Happier Passengers

Other features:

In addition, the Digi Yatra project will enhance airline punctuality, enhanced Security due to the use of Digi Yatra ID & Real-time Face Biometric Validation of the PAX, Airline Departure Control System Validation of Ticket, Real-time, Time stamped logs, for PAX for Business Insights, Business Intelligence, Seasonal or Flightwise PAX reporting or trend analysis, Improved operational efficiencies. On the other hand, after implementation of Digi Yatra, more throughputs and Faster Processing helps in reducing the Real Estate resource requirements in the long run, Improved operational efficiencies, Sustainable innovation edge, ensuring future proofing of the solution.

5. ☒ The timeline projected by AAI for finalisation of Digi Yatra project is indicated below for perusal:-

Sl. No.	Task	Timeline
1.	Submission DY Concept Note	26.07.2018
2.	Company Formation (Sec-25)	01.08.2018 to 25.09.2018
3.	Public consultation of Digi Yatra Policy	01.08.2018 to 01.09.2018
4.	Technical Architecture DY Platform	01.08.2018 to 30.09.2018
5.	Preparation of RFP & EOI	01.08.2018 to 01.10.2018
6.	Build Test for App and Platform	30.11.2018 to 31.12.2018
7.	Digi Yatra Launch	01.01.2019

(Mo)

6. The draft policy document (of AAI) referred to in the note above, may require acceptance and approval at the level of HMCA.

7. For the purpose of discussion of the development of Digi Yatra project, a meeting was convened on 23<sup>rd</sup> August, 2018 under the Chairmanship of Secretary(CA) and in the said meeting, AAI also made a presentation on Digi Yatra Central Platform. During the course of the meeting, it was inter-alia concluded that it is advisable to form a company to have own data system because (i) use of Aadhar may not be allowed for multiple data verification at every step for strategic reasons even if it is permitted legally, (ii) Aadhaar may not be mandatory for every transaction. As, for instance, Income Tax Department does not use Aadhaar Number but, give Pan Card Number. Similarly, pre-cheque number is not quoted in America for fast passenger facilitation.

A copy of the draft minutes of the aforesaid meeting is placed at Flag 'B' for kind approval of Secretary (CA).

8. On the aforesaid subject matter, UIDAI has recently furnished the following suggestions in regard to building a common Digi Yatra platform under a joint venture/SPV between and private airport operators:-

- (i) A resident signing up for the first time for Digi Yatra, can choose either Aadhaar or Passport or PAN. However, Aadhaar shall not be made mandatory and if the resident chooses Aadhaar, one time e-KYC would be performed by the resident.
- (ii) Once the resident has signed up for Digi Yatra, for subsequently travels Digi Yatra platform will do its own authentication using PNR number and face photo. Therefore, Digi Yatra system will have to build its own face authentication system for daily usage and to not use Aadhaar authentication once the signing up has been done. Since, there is no requirement to store Aadhaar number of the travellers, the proposed SPV may be appointed as a local AUA by UIDAI for performing one time e-KYC only for signing up with Digi Yatra. However, Digi Yatra will not build their own fingerprint or iris database.

The communication received from UIDAI in this respect may please be perused at Flag "AA".

9. In view of the foregoing paras, the following proposals are submitted for kind consideration, please:-

- (i) The Digi Yatra Policy document as prepared and submitted prepared by Digi Cell, AAI in consultation with various organizations requires approval of competent authority. Accordingly, the said document as at Flag 'A', is submitted for necessary consideration in this respect.
- (ii) Formation of Special Purpose Vehicle (SPV) as decided in the meeting held in Bangalore on 23.08.2018, for implementation of the Digi Yatra by Airport operators, for which shareholding & other



formulation will be decided in the meeting of all CEO to be held on 28.08.2018.

- (iii) Timelines mentioned in Para 5 above, to be followed as proposed in the draft Policy Document on Digi Yatra.

After consideration and approval of the policy document mentioned above, DGCA, BCAS and other stakeholders / Govt. organizations may be advised for taking necessary action to implement

Submitted please.

D. L. Mehta  
24/08/2018

SO(AS)  
U.S. (AS)

R. Singh  
24/08/18  
SO(AS)

Self C  
2nd. 2018

Dr. S. P. Singh

Dr. S. P. Singh

Dr. S. P. Singh

Self explanatory note from

P- 1 to 5/c may be perused.

Proposals as mentioned at para. 9 (4/c) may please be approved by HMCA to take forward the initiative of 'DIGI-YATRA'.

Secretary (CA)

may kindly be appr.

Usha Padhee  
28/8/18  
उषा पाटी / Usha Padhee  
संयुक्त सचिव / Joint Secretary

Self C  
18.9.2018  
S. P. Singh

HMCA

T. J. - L. L. 5/9/18

R. N. Choubey  
28.8.18  
आर. एन. चौबे  
R. N. CHOUBEY  
सचिव / Secretary

HMCA

Secy (CA)

Dr. S. P. Singh  
08/9/18  
10.9.18

AS/Dr. S. P. Singh  
PL put up 8.0  
to NITI

Dr. S. P. Singh

Dr. S. P. Singh

Dr. S. P. Singh



**Note # 1**

"Pl. discuss on 16.02.2018. PPS to give slot.

Sd./-  
Secretary(CA)  
15.02.2018

"at 2.30 P.M. on 16.02.2018"

Sd./-  
Sr. PPS to Secretary(CA)  
16.02.2018

JS(AK)

"It relates to Security Division. Kindly discuss with Secy(CA)"

Sd./-  
JS(AK)  
16.02.2018

JS(UP)

Sd./-  
Director(SN)  
16.02.2018

US(SC)

This concerns the final policy document on Digi-Yatra Version 1.0 (pages 2-62/Cor.) as sent by Chairman, AAI for consideration and approval of this Ministry.

While forwarding the policy document on Digi Yatra, Chairman, AAI in his U.O. Note dated 13.02.2018 has indicated that comments from UIDAI are yet to be received. In this regard the Chairman AAI has suggested to include a note in the document stating that 'use of Aadhar will be solely for identify authentication which will be subject to the prescribed guidelines by UIDAI from time to time".

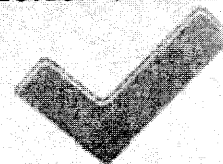
**Page: 1**

It appears that this policy document is yet to be approved. However, as directed, three draft letters addressed to DGCA, BCAS, UIDAI, MEA and IB (as DFA/44216) are put up on file for the purpose of requesting these Ministries/agencies to examine the said policy document to request them to examine the issues at their end and take appropriate steps for incorporating the proposed proposal in the relevant documents in order to implement the Digi Yatra vision for implementation in aviation sector.


Submitted for perusal and directions, please.

**19/02/2018 3:23 PM**

**R. SATHEES KUMAR  
(SECTION OFFICER)**



## Note # 2

 Digitally Signed

19/02/2018 5:08 PM

**SATISH CHANDER  
(UNDER SECRETARY)**



 Digitally Signed

## Note # 3

Ref: above

1. A meeting on Digi Yatra was held on 16-02-2018 before HMCA, wherein HMoSCA, Secretary(CA), and other officials from MoCA, DGCA, AAI were present. The meeting was coordinated by AAI section. The minutes of meeting of 16-02-2018 are being issued by AAI section separately.
2. The document sent by AAI as referred to above was discussed in the meeting. It was directed by Secretary(CA) during the meeting (and also subsequently in the afternoon of 16-02-2018 with JS(U)) that the matter may be handled by AS section under JS(U) instead of AAI section- considering that it has many coordination aspects involving security agencies.
3. Pending issue of final minutes of meeting, as directed by Secretary(CA), an extract of the previous file from AAI section on the subject matter, have been obtained and are placed under Local References.
4. A brief on Digi Yatra has also been obtained from AAI section, which is also placed under Local References.
5. As indicated above, the document is yet to be accepted and approved by MoCA.
6. It is felt that before the policy/ mechanism proposed in the document for Digi Yatra from by AAI (Digital Cell), is accepted/ adopted by MoCA, wider and formal consultation with concerned stakeholders and Government departments is obtained.
7. In view of the above, following is proposed:
  - a. A brief (extract from that placed under Local References) along with the document on standards for Digi Yatra (page 1-62/corr) may be sent to the following organisations:
    - i. DGCA- for widespread public consultation with all stakeholders (including Govt departments) and formulating AIC/CAR / directions as appropriate for giving effect to the standards. If found appropriate after due consideration/ analysis, this AIC/ CAR may include as an addendum, any regulations/ AVSEC/ directions of BCAS or any other Government Organisations as applicable (this would avoid multiplicity of regulations/ documents); and
    - ii. BCAS- for (1) considering and formulating appropriate AVSEC order/ circulars/ directions for adoption; (2) revising template for reduced security manpower at locations where Digi Yatra is implemented in due course; and
    - iii. UIDAI- to intimate and confirm about their guidelines on conditional usage of Aadhaar or otherwise; and
    - iv. MEA- CPV division and ePassport Seva Project Division for their comments as implementation of Digi Yatra also involves usage of Passport data; and

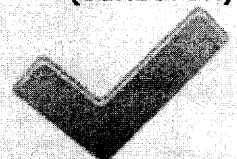
- v. MHA- Foreigner's division to seek their comments/ confirmation on Immigration data requirements in Digi Yatra; and
  - vi. MHA (IS division), IB, RAW, DRI- being concerned security agencies; and
  - vii. MeitY, NeGD, NIC, STQC- being the Govt agencies involved in either implementation or providing standards for similar projects in India.
  - viii. Any other Govt organization, if found relevant in due course of consideration process.
- b. Further action may be taken after receipt of comments from stakeholders, Govt organisations as above.

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For kind approval please.

21/02/2018 1:55 PM

**SUYASH NARAIN  
(DIRECTOR)**



**Digitally Signed**

**Note # 4**

As proposed. As the letters are going to head of the organization put up the draft under the signature of JS pl.

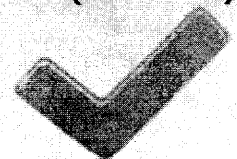
21/02/2018 7:12 PM

**USHA PADHEE  
(JOINT SECRETARY)**

**Note # 5**

21/02/2018 7:20 PM

**SUYASH NARAIN  
(DIRECTOR)**



**Digitally Signed**

**Note # 6**

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21/02/2018 7:23 PM

**SUYASH NARAIN  
(DIRECTOR)**

**Note # 7**

22/02/2018 9:09 AM

SATISH CHANDER  
(UNDER SECRETARY)

**Note # 8**

22/02/2018 2:16 PM

R. SATHEES KUMAR  
(SECTION OFFICER)

**Note # 9**

Reference: Preceding Notes.

As directed above, the draft d.o. letters were attempted and placed at DFA/44475 (addressed to DG, DGCA), DFA/44476 (addressed to DG, BCAS), DFA/44477 (addressed to CEO, UIDAI), DFA/44478 (addressed to JS, MEA) and DFA/44480 (addressed to Director, IB) for kind consideration and approval of JS (U) please.

23/02/2018 12:30 PM

DHARMENDRA KUMAR  
(ASO)



Digitally Signed

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**Note # 10**

Reference Notes above.

Eight Draft d.o. letters (addressed to DG, BCAS, DG, DGCA, MHA (Foreigners Division), MHA (IS Division), MEA (CPV Division), UIDAI, DRI and MeITY) ~ DFAs/44476, 44475, 44588, 44480, 44478, 44477, 44589 & 44590), have been attempted and are submitted for kind perusal and approval, please.

26/02/2018 1:47 PM

R. SATHEES KUMAR  
(SECTION OFFICER)



Digitally Signed

**Note # 11**

26/02/2018 4:50 PM

SATISH CHANDER  
(UNDER SECRETARY)



**Note # 12**

May like to see the DFAs for approval and signature. The organisations for which DFAs have currently not been prepared, viz. MEA(ePassport Division), R&AW, NeGD, CISF, would also be submitted once the proposed ones are agreed to.

26/02/2018 7:44 PM

**SUYASH NARAIN**  
(DIRECTOR)

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**Note # 13**

As proposed.

26/02/2018 7:51 PM

**USHA PADHEE**  
(JOINT SECRETARY)

**Note # 14**

Please get the proposed DFAs signed by JS(U) as approved.

The DOs to other offices as mentioned in my notes above may also be drafted and got signed by JS(U) as approved above.

27/02/2018 2:27 AM

**SUYASH NARAIN**  
(DIRECTOR)

**Note # 15**

27/02/2018 9:02 AM

**SATISH CHANDER**  
(UNDER SECRETARY)

**Note # 16**

27/02/2018 1:12 PM

**R. SATHEES KUMAR**  
(SECTION OFFICER)

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**Note # 17**

01/03/2018 5:04 PM

**R. SATHEES KUMAR**  
(SECTION OFFICER)

**Note # 18**

This concerns policy document submitted by AAI on 'Standards for Adhaar Enabled Entry & Biometric e-Boarding process' and on this subject, as decided on the notes of pre-page, D.O. letter dated 28.02.2018 has been sent to BCAS, DGCA, CISF, UIDAI, MHA, MEA, R&AW, DRI and Meity for examination and comments. (page no. 63-136/C)

2. Chairman, AAI has now sent a Note (U.O. No.AAI/AS/722/E-Boarding/2017 dated 21/25.02.2018) on the need to evaluate overall reduction of manpower for security at airports on implementation of Digi



Yatra. Chairman, AAI has also suggested for constitution of a committee for this purpose. The note may please be perused at page no. 138/C.

3. On the said Note of AAI, Secretary (CA) has directed as under:-

**"Pl. constitute a Committee chaired by Addl. DG, BCAS, with ED (Security), ED (DIGI YATRA) from AAI, IG (Airports), CISF and Dir (SN) as member". Committee to give report on X by 15.03.2018 .**

4. Following the direction of Secretary (CA), a draft order for constituting a committee with the following composition, has been attempted and submitted:-

- |       |   |   |          |
|-------|---|---|----------|
| (i)   | Shri Jyoti Narayan, Joint Director General, BCAS                                    | - | Chairman |
| (ii)  | Shri R.R. Sahay, IG, Airport Sector, CISF   | - | Member   |
| (iii) | Shri Suyash Narain, Director, Ministry of Civil Aviation                            | - | Member   |
| (iv)  | Shri H.G.S. Dhaliwal, Director(Security), AAI                                       | - | Member   |
| (v)   | Shri E.P. Hareendranathan, Executive Director(Tech.)<br>& Head of Digital Cell, AAI | - | Member   |

Terms of reference :-

- i. The Committee shall examine and evaluate overall reduction of manpower for security at airports on implementation of Digi Yatra.
- ii. The Committee shall also look into and examine any other related issue.
- iii. The Committee shall submit its report by 15.03.2018.

5. If agreed, we may also indicate in the order that necessary secretarial assistants and logistic support to the committee will be provided by Digi Cell in AAI (headed by ED(Tech), AAI).

6. The draft Order ( **DFA/44842** ) for constituting committee as per the details above is submitted for kind approval, please.

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01/03/2018 5:33 PM

**DHARMENDRA KUMAR**  
(ASO)

Note # 19

01/03/2018 5:39 PM

**R. SATHEES KUMAR**  
(SECTION OFFICER)

Note # 20

01/03/2018 6:03 PM

**SATISH CHANDER**  
(UNDER SECRETARY)



 Digitally Signed



**Note # 21**

As amended (The names of the officials have been bracketed, since the nomination by Secretary(CA) is by post, except Dir(SN)).

01/03/2018 7:56 PM

**SUYASH NARAIN  
(DIRECTOR)**

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**Note # 22**

05/03/2018 8:55 AM

**SATISH CHANDER  
(UNDER SECRETARY)**

**Note # 23**

05/03/2018 11:13 AM

**R. SATHEES KUMAR  
(SECTION OFFICER)**

**Note # 24**

On this file, we are finalizing standards for Aadhaar Enabled Entry & Biometric e-Boarding process ~ Digi Yatra. The activities undertaken in this regard are as under:-

2. The draft policy document Ver. 1.0 on Digi Yatra submitted by AAI (Digital Cell) in February, 2018 (at pages 1-64/Cor.) was shared with MHA, MEA, IB, R&AW, CISF, BCAS, DGCA, DRI, UIDAI MeITY (with copies to NIC & STQC Directorate) (pages 65-75/Cor.) for examination and comments.
3. A committee has been set up under the chairmanship of Jt. DG, BCAS with members from MoCA, CISF and AAI to examine the aspect of reduction of CISF manpower at airports on implementation of Digi Yatra. HMoSCA chaired a meeting on 21.03.2018 to discuss the concept of development of integrated Travel and Tourism Eco-system with stakeholders from travel and tourism eco-system, airlines, airport operators, etc.
4. The Digi Yatra initiatives were discussed in various meetings chaired by HMCA, HMoSCA and JS(U). Discussions were also held with the UIDAI authorities reg. various aspects of Digi Yatra (chaired by JS(U) on 03.04.2018). The officers of AS Division also visited UIDAI to discuss the initiatives.
5. Comments upon the initial version of the policy document have so far been received from MEA (page 188/Cor.), CISF (pages 195-197/Cor.), R&AW (pages 192-193/Cor.), IB (pages 203-205/Cor.) and MeiTy (pages 206-209/Cor.). The contents of the comments have also been shared with the Digital Cell of AAI. Digital Cell also carried forward the discussions with the UIDAI authorities and also devised Digi Yatra ID Programme in which passengers can use Aadhaar or other Govt. IDs for creating the identity.
6. Comments of UIDAI on the Digi Yatra initiatives are still awaited, and AAI has indicated that it may take some more time in view of the on-going case (on Aadhaar issue) in the Apex Court. However, pending receipt of comments of the UIDAI, the Digital Cell has finalized and now submitted the Digi Yatra Policy Document Version 3 (pages 213-311/Cor.) along with the supporting documents on (i) Power Point Presentation on Digi Yatra (pages 313-346/Cor.), (ii) comments on suggestions received from Government Ministries and Govt. agencies (pages 345-374/Cor.), & (iii) Various options evaluated but not adopted being unviable (pages 375-393/Cor. Digital Cell has also made the following suggestions (page 211/Cor.) for consideration of Ministry:-

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- (i) to consider publishing the revised Document (ver. 3.0) for public consultation by DGCA.
- (ii) to consider comments, if any, received from UIDAI in the meantime.

(iii) since the revised programme envisages creation of Digi Yatra ID (by passenger) with Aadhaar or with any of the Govt. ID, the programme will not be affected even if usage of Aadhaar is not permitted.

7. The revised policy document on Digi Yatra (Ver 3.0) as received from AAI (at pages 213-311/Cor.) & the suggestions mentioned in para 6 above (including the one on publishing of the document by DGCA for public consultation), are submitted for perusal and directions, please. The details of the analysis done by AAI on the comments sent by MHA, MEA, MeITY, R&AW, IB, etc. on the policy document, are available at pages 345-373/Cor.

15/05/2018 5:26 PM

R. SATHEES KUMAR  
(SECTION OFFICER)



Digitally Signed

Note # 25

15/05/2018 5:39 PM

SATISH CHANDER  
(UNDER SECRETARY)

Note # 26

1.) A meeting on the matter of Digi Yatra implementation had been held on 18-05-2018 in Ministry of Electronics and Information Technology, Electronics Niketan, CGO complex, New Delhi, wherein following were present:-

- i. Secretary(CA)
- ii. Secretary(Meity)
- iii. DG/NIC and other NIC officials
- iv. DDG/UIDAI and other officials
- v. JS(U), Dir(SN)- MoCA
- vi. Member(ops), EDIT, ED(Digi Cell)- AAI
- vii. others from Meity

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Following issues were discussed:

- (a) development of the Digi Yatra portal by a Govt agency;
- (b) hosting of the portal on NIC.

While NIC agreed in principle to handle development, hosting of the project (on collocation basis), it was agreed that the matter needs to be deliberated further taking all other issues into account. One of the main issues was the permission from UIDAI to utilize Aadhaar as one of the options for authentication of a passenger.

2.) Subsequently, the matter was deliberated and Secretary(CA) issued directions to AAI vide note dated 21-06-2018 ( page 395/corr ) indicating a possible option for implementation of the project wherein the airport operators come together and collectively develop a facial recognition based identification system which can be used by all the member airports. This will be completely voluntary as far as passengers are concerned. While doing so, it will have to be ensured that collection and use of such data by airport

operators is in accordance with the law and in accordance with the safety norms set by government agencies. The airport operators may also explore any other feasible option.

It had also been stated therein that the launch of Digi Yatra has been badly delayed because of Aadhaar related issues. Hence, the need to find alternative solutions urgently for taking Digi Yatra forward. AAI was requested to take a lead in this regard.

3.) Further to this, a meeting was held by AAI and other airport operators in Bangalore on 19-07-2018 with Shri Nandan Nilekani and Shri Pramod Sharma (who were the chief architects of Aadhaar system in UIDAI). Record of discussions as circulated by one of the participants are placed at page 397/corr .

4.) Based on the discussions at Bangalore, Secretary(CA) has issued a letter to CEO/UIDAI seeking in-principle approval of UIDAI for AUA status to the proposed JV company to be formed by airport operators to develop/ manage the Digi Yatra project. Copy of the same is placed at page 400/corr .

Submitted for consideration and orders please.

**02/08/2018 10:46 AM**

**SUYASH NARAIN  
(DIRECTOR)**

**Note # 27**

PI discuss.

**02/08/2018 2:35 PM**

**USHA PADHEE  
(JOINT SECRETARY)**

**Note # 28**

**02/08/2018 3:23 PM**

**SUYASH NARAIN  
(DIRECTOR)**



**Digitally Signed**

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**Note # 29**

**03/08/2018 9:00 AM**

**SATISH CHANDER  
(UNDER SECRETARY)**

**Note # 30**

**09/08/2018 5:12 PM**

**R. SATHEES KUMAR  
(SECTION OFFICER)**

**Note # 31**

**Subject: Minutes of the meeting to discuss the Digi Yatra related issues, held on 25<sup>th</sup> July 2018 under the Chairpersonship of Hon'ble Minister of Civil Aviation**

A meeting was held under the chairpersonship of HMoS on 25.07.2018 to discuss issues related to Digi Yatra. The draft minutes of minutes **DFA/54077** have been attempted and submitted for perusal and approval.

**10/08/2018 12:30 PM**

**SUMEET SIDHU  
(ASO)**

**Note # 32**  
US(SC) - On Leave.

**10/08/2018 1:00 PM**

**R. SATHEES KUMAR  
(SECTION OFFICER)**



 **Digitally Signed**

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**Note # 33**

The proposal has perhaps been received in MoCA from AAI. May kindly check. Accordingly, the proposal as well as the minutes may be submitted together for consideration and approval to avoid delays. Also the responses/ comments received from different Govt organisations on the draft proposal sent to them earlier may also be tabulated on file for ready reference while submitting the proposal from AAI.

**11/08/2018 2:21 PM**

**SUYASH NARAIN  
(DIRECTOR)**



 **Digitally Signed**

**Note # 34**  
Pl. put up urgently.

**13/08/2018 11:11 AM**

**R. SATHEES KUMAR  
(SECTION OFFICER)**

**Note # 35**

FR is U.O. No.AAI/AS/722/E-Boarding/2018 dated 16.08.2018 received from Airports Authority of India regarding proposal for approval by NITI Aayog for participation of AAI in the Joint Venture Company of Airport operators for developing, operating and maintaining Digi Yatra Identity Management platform. (page no. 403/C )

2. AAI mentioned that they had submitted a document on Digi Yatra Policy and the roadmap for establishing a Central Digi Yatra platform by airport operators. It is in this regard noted that the document submitted by AAI, have been put up in physical file for approval of HMCA before forwarding the same to BCAS, DGCA and AAI for implementation.

3. AAI stated that the following airport operators will form a Joint Venture Company under Section 8 of Companies Act 2013 in which AAI will hold equity:-

- (i) Airports Authority of India
- (ii) Delhi International Airport Ltd.
- (iii) Hyderabad International Airport Ltd.
- (iv) Bangalore International Airport Ltd.
- (v) Cochin International Airport Ltd.

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AAI proposed to hold equity of 20% in the proposed JV Company.

4. Referring the following provisions issued by Department of Public Enterprises according to which, the delegated power would be exercised by the Boards of Maharatna, Navratna and Miniratna CPSE, AAI proposed that MoCA may send a proposal to NITI Aayog for approval of participation in JV Company by AAI. After getting the approval of NITI Aayog, AAI will send the said proposal to the Board of concerned CPSE:-

- (i) The proposals for establishing financial joint ventures and subsidiary entities will be presented to the Board of concerned CPSE.
- (ii) The concerned administrative Ministry/Department will obtain the concurrence of NITI Aayog for such proposals on a case to case basis and firm up its views on the proposals as the stakeholder for the Boards deliberation through its representative on the Board for appropriate decision.



5. In view of the foregoing, if agreed, this Ministry may approach NITI Aayog with a request to approve the proposal relating to participation of AAI in Joint Venture company being formed under section 8 of companies act, 2013, with equity of 20%. A draft d.o. letter (DFA/55057) is accordingly put up for consideration/approval.

Submitted for kind consideration and approval please.

**29/08/2018 4:54 PM**

**DHARMENDRA KUMAR  
(ASO)**



**Digitally Signed**

**Note # 36**

**29/08/2018 7:13 PM**

**R. SATHEES KUMAR  
(SECTION OFFICER)**



**Digitally Signed**

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**Note # 37**

We may also ascertain from AAI the details of the shareholding of other partners. AAI may also be asked how they arrived at 20%. In the meeting held under the chairmanship of Secretary it was advised that AAI to examine the added benefits of 26% share holding. However in their proposal they have not commented on it.

Submitted please for consideration of the proposal of AAI with above observations.

**30/08/2018 9:00 AM**

**SATISH CHANDER  
(UNDER SECRETARY)**

**Note # 38**

1.) we have sought approval of HMCA on a separate physical file for the Digi Yatra policy and the proposal for seeking approval of NITI AYOOG etc for SPV/ JV. Accordingly, we may wait for the same before sending the request to NITI AYOOG.

2.) Regarding the percentage of equity, discussions have been held before Secretary(CA) according to which AAI was requested to ensure that the Government

of India's control by way of veto or otherwise exists so that various policies of the Government (including MoCA) regarding such endeavours- particularly data privacy, hosting location, monetization of data as applicable, apart from those regarding data pertaining to passengers, are complied with. The JV/ SPV should function within the confines of such and related guidelines of the Government/ MoCA, and should not operate the digi yatra platform in violation of Govt/ MoCA guidelines. Various options like having suitable provision in the shareholder agreement or in the MoA/ MoU/ Article of Association, appropriate equity percentage, or other such measures would have to be explored which is the most appropriate.

If we send a proposal to NITI Ayog without analyzing these aspects, then it might become difficult at a later stage to modify the proposal sent to them.

Accordingly, we may request AAI to provide comments on how they would like to ensure the key objectives as elaborated above. Whether AAI would like to ensure the same by way of an appropriate equity percentage or by another appropriate manner. Pursuant to the same, whether the equity percentage would be kept as currently proposed or whether it may be revised to some other value like 26% or otherwise.

**30/08/2018 11:35 PM**

**SUYASH NARAIN  
(DIRECTOR)**

**Note # 39**

As discussed in the DY review mtg of Secretary AAI needs to examine the affirmative rights it can have with respect Data privacy and utilization by the Company. As proposed collect the proposal from AAI with details to send to NITI at the earliest.

**31/08/2018 12:53 PM**

**USHA PADHEE  
(JOINT SECRETARY)**

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**Note # 40**

**31/08/2018 5:08 PM**

**SUYASH NARAIN  
(DIRECTOR)**



Digitally Signed

**Note # 41**

**31/08/2018 5:22 PM**

**SATISH CHANDER  
(UNDER SECRETARY)**

**Note # 42**

31/08/2018 5:26 PM

R. SATHEES KUMAR  
(SECTION OFFICER)

**Note # 43**

Reference: Preceding Notes.

As concluded above, we may seek inputs / details from AAI as per DFA/55271 please.

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31/08/2018 5:53 PM

DHARMENDRA KUMAR  
(ASO)

**Note # 44**

31/08/2018 6:00 PM

R. SATHEES KUMAR  
(SECTION OFFICER)

**Note # 45**

OM issued to AAI as per DFA. Dir(SN) may kindly see for information.

31/08/2018 6:01 PM

SATISH CHANDER  
(UNDER SECRETARY)

**Note # 46**

The remarks of JS(U) have not been incorporated in the letter. Please issue another letter to address the same.

04/09/2018 2:13 PM

SUYASH NARAIN  
(DIRECTOR)



 Digitally Signed

**Note # 47**

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Reference notes above.

2. The policy document on Digi Yatra as submitted by AAI on 10.08.2018 (Chairman, AAI's note dated 10.08.2018 refers) has been approved by HMCA. Alongside, formation of SPV for implementation of Digi Yatra and timelines for various activities under the said programme have also been approved. Relevant notes of the physical file submitted for this purpose, may please be perused at pages 534-538/Cor. In the meantime, CEO, UIDAI in his reply to our D.O. letter dated 30.07.2018 has agreed to extend cooperation of UIDAI to Digi Yatra programme. CEO, UIDAI has also indicated therein that since there is no requirement to store Aadhaar number of the travellers, the proposed SPV may be appointed as a local AUA by UIDAI for performing one-time e-KYC only for signing up with Digi Yatra. The said DO letter may please be seen at page 533/Cor.



3. In the meantime, the proposal relating to formation of SPV (Joint Venture Company) was discussed in a meeting held by AAI with private airport operators on 28.08.2018. Chairman, AAI has reported that it has been agreed in the said meeting that AAI will hold 26% equity in the proposed company and that the balance will be held by private operators in proportion of the passengers handled per annum. The Note dated 10.09.2018 received from Chairman, AAI in this respect may please be perused at page 543/Cor. In the said Note, the following aspects/proposals have also been submitted by the Chairman, AAI in this respect for consideration of the Ministry:-

(a) The proposed JV company will be formed under Sec 8 of Companies Act, 2013, hence this Company cannot involve in commercial ventures like monetizing the passenger data. However, GoI may authorize the JV company for Commercial Use of the central platform for innovative solutions for service delivery to customers purely on consent basis, as and when guidelines are laid down by Government.

(b) Subject to 3(a) above, the data captured under Digi Yatra shall not be used for any other purposes other than authentication as defined in Digi Yatra policy.

(c) The proposed company will be under the administrative jurisdiction/control of MoCA. Accordingly, the objects of the JV Company will be defined by MoCA. Object proposed/suggested in this regard are:

- Creating, operating, maintaining and upgrading a digital identity management platform for Digi Yatra for registration by passengers to Digi Yatra and authentication services to participating airports as envisaged in the relevant policy on cost recovery basis from airports, with no commercial intent and to function within the confines of regulatory guidelines of the Govt./MoCA and complying to the data privacy/data security requirements as per Digi Yatra policy and applicable Govt. guidelines.

(d) Ministry to issue directions that Chairman of the JV Company will be a nominee of AAI.

(e) There will be one Member in the Board from MoCA.

(f) The Shareholders Agreement and Article of Association will have a special assertive clause that no resolution can be passed by the JV Company without the affirmative vote of AAI.

3. While perusing the aforesaid Note of Chairman, AAI, Secretary(CA) has directed for sending the proposal to NITI Aayog immediately. Action in this respect is being taken separately on the aforesaid physical file on the subject of Digi Yatra.

4. As regards the proposals/suggestions mentioned in para 2 above, AS Section does not have the necessary expertise and competency to examine and comment upon the technical as well as legal aspects associated with the proposed formation of JV Company. dated . Accordingly, directions are sought in the matter of putting in place an appropriate mechanism to study and examine the aforesaid proposal of AAI & all other relates technical & legal aspects.

However, as regards the suggested method of fixing the share of equity of private operators in the proposed JV company, we may, if agreed, consider the option of fixing a standard, constant and equal share of equity for the private airport operators, as this may ensure holding of "major stake" by AAI in the Company. Also, this may be necessary for the reason that AAI, who has been involved in the formulation of policy document on Digi Yatra may need to take the lead in the SPV/JV Company and moreover, AAI has already proposed that its nominee will be the Chairman of the proposed JV Company. Further, the quantum of passengers handled at airports will vary, and it is more likely that it will be on a steady rise, it will necessitate frequent changes in the pattern of equity holding in the company. In view of this, we may, if agreed, advise AAI to re-examine this proposed aspect.

In addition, the suggestion of AAI to authorize the JV Company for commercial use of the Central Digi Yatra Platform also requires elaborate and detailed examination.

5. Submitted for perusal and directions as to further course of action in the matter.

13/09/2018 10:38 AM

**R. SATHEES KUMAR**  
(SECTION OFFICER)

**Note # 48**

13/09/2018 10:40 AM

**R. SATHEES KUMAR**  
(SECTION OFFICER)

**Note # 49**

We may refer the proposal for formation of JVC for approval of NITI Aayog subject to condition that AAI may freeze the share of other partners of JVC based on their present passenger share. As regards objective we may propose the objective as suggested by AAI as under:

Creating, operating, maintaining and upgrading a digital identity management platform for Digi Yatra for registration by passengers to Digi Yatra and authentication services to participating airports as envisaged in the relevant policy on cost recovery basis from airports, with no commercial intent and to function within the confines of regulatory guidelines of the Govt./MoCA and complying to the data privacy/data security requirements as per Digi Yatra policy and applicable Govt. guidelines.

2. Accordingly, we may advise AAI to submit a proposal after incorporating above facts therein for onward submission to NITI Aayog.

Submitted please.

13/09/2018 11:10 AM

**SATISH CHANDER**  
(UNDER SECRETARY)

**Note # 50**

Please link the issued letter to DGCA, BCAS etc.

AAI have been verbally advised to revert with the clarification on the aforementioned issue- reply expected. Nevertheless, a letter/ email may be sent to ED/ Digi Cell, AAI for an early reply.

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16/09/2018 11:26 PM

**SUYASH NARAIN**  
(DIRECTOR)



**Digitally Signed**

**Note # 51**

## Note # 52

The policy document on Digi Yatra as approved by HMCA , has been forwarded to DGCA and BCAS for taking further action in the matter (at pages 624-625 & 545-623( policy document )/Cor.).

2. While considering the policy document on Digi Yatra, HMCA has approved a formation of SPV for implementation of this programme by airport operators. It may be recalled in this connection that a meeting of CEOs of all airport operators was convened by AAI on 28.08.2018. Based on the discussions in the meeting, Chairman, AAI has sent a Note dated 09.09.2018 (page 543/Cor.), conveying the decisions taken therein and suggestions to take forward the aspect of formation of SPV/formation of a JV Company. The related details as contained in the said note of AAI Chairman, are already indicated in para 3 of the Section's previous notes at page 18 above.

3. As regards the suggested method of fixing the share of equity of private operators in the proposed JV company, we may, if agreed, consider the option of fixing a standard, constant and equal share of equity for the private airport operators, as this may ensure holding of "major stake" by AAI in the Company. Also, this may be necessary for the reason that AAI, who has been involved in the formulation of policy document on Digi Yatra may need to take the lead in the SPV/JV Company and moreover, AAI has already proposed that its nominee will be the Chairman of the proposed JV Company. Further, the quantum of passengers handled at airports will vary, and it is more likely that it will be on a steady rise, it will necessitate frequent changes in the pattern of equity holding in the company. It may be seen that US(SC) vide his notes at page 19 above has proposed that AAI may freeze the share of other partners of JVC based on their present passenger share. As may be, this aspect may therefore require re-examination by AAI.

In addition, the suggestion of AAI to authorize the JV Company for commercial use of the Central Digi Yatra Platform also requires elaborate and detailed examination.

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4. While perusing the aforesaid Note of Chairman, AAI, Secretary(CA) has directed for sending the proposal to NITI Aayog immediately. The draft contents sent by AAI for taking up proposal with NITI Aayog does contain the aspects that are similar to those mentioned in the Note dated 09.09.2018 of the Chairman, AAI. Prior to referring the proposal NITI

Aayog, we may need to take a view/decision on the suggestions made in the Note dated 10.09.2019 of the Chairman, AAI. In this connection, the following are submitted:-

**(a) The aspects that may be considered for according in-principle agreement:**

- (i) The proposed company will be under the administrative jurisdiction/control of MoCA.
- (ii) A nominee of AAI will be Chairman of the proposed JV Company.
- (iii) Board of the proposed JV Company will have a member from MoCA.
- (iv) The JV Company shall not pass any resolution without the affirmative vote of AAI. The Shareholders' Agreement and Article of Association pertaining to the proposed JV Company shall have a special assertive clause in this respect.
- (v) The data captured under Digi Yatra shall not be used for any other purposes other than authentication as defined in Digi Yatra Policy.

**(b) The aspects that require elaborate examination:**

- (i) Proposal for holding of 26% equity by AAI in the proposed JV company may be considered for approval.
- (ii) As regards equity share of private / JV airport operators in the Company, we may consider to fix the same in proportion to the number of passengers handled by them currently. But, the equity so fixed once on the basis may be frozen, i.e. allowed to remain constant without subjecting it to any further revision in future. While fixing the equity share, we may need to ensure that the major equity share is held by AAI.



(iii) As for the proposed 'object' of the JV company in question, the following revised text may be considered ( Note # 49 at page 19 above refers):-

- Creating, operating, maintaining and upgrading a digital identity management platform for Digi Yatra for registration by passengers to Digi Yatra and authentication services to participating airports, as envisaged in the relevant policy, on cost recovery basis from airports, with no commercial intent and to function within the confines of regulatory guidelines of the Govt./MoCA and complying to the data privacy/data security requirements as per Digi Yatra policy and applicable Govt. guidelines.

(iv) As for proposal of AAI Chairman for authorizing the proposed JV Company for commercial use of the Central Platform (of Digi Yatra), we may, if agreed, consider not to agree to this proposition, because, as may be seen, the aspect of 'non-commercial status & intent' of the proposed JV company is built in in the very object of the JV Company.

5. As may be seen, AS Division does not have the requisite expertise/competency to examine and comment upon the aspects mentioned in sub-para 4(b) above, as they involve more technical and technical details. Therefore, we may consider to have an appropriate mechanism to get these aspects examined appropriately. Since these aspects have been suggested by AAI, we may not involve them in the process of the said examination. It is further informed in this regard that no further communication or clarification has been received from AAI in the matters concerning Digi Yatra programme.

If agreed, we may for this purpose, ask AD Section, which has a quite good experience in handling the complex matters of OMDA, State Support Agreements, etc. of private /JV airport operators, to examine and analysis the aspects mentioned in sub-para 4(b) above. If found appropriate, Airports Division, MoCA may be asked to handle the entire work relating to formation of the proposed JV Company.

Submitted for perusal and directions, please.

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18/09/2018 2:18 PM

**R. SATHEES KUMAR**  
(SECTION OFFICER)



 Digitally Signed

**Note # 53**

Recently we have received a mail from AAI on share of other stakeholders of proposed SPV please link it and submit with a proposal for NITI Ayog

**18/09/2018 3:54 PM**

**SATISH CHANDER  
(UNDER SECRETARY)**

**Note # 54**

The policy document on Digi Yatra as approved by HMCA , has been forwarded to DGCA and BCAS for taking further action in the matter (at pages 624-625 & 545-623( policy document )/Cor.).

2. While considering the policy document on Digi Yatra, HMCA has approved formation of SPV for implementation of this programme by airport operators. It may be recalled in this connection that a meeting of CEOs of all airport operators was convened by AAI on 28.08.2018. Based on the discussions in the meeting, Chairman, AAI has sent a Note dated 09.09.2018 (page 543/Cor.), conveying the decisions taken therein and suggestions to take forward the aspect of formation of SPV/formation of a JV Company. The related details as contained in the said note of AAI Chairman, are already indicated in para 3 of the Section's previous notes at page 18 above . These aspects have also been examined vide notes at pages 20-21/above.

3. In the meantime, the Digital Cell, AAI, which has prepared and finalized the policy document on Digi Yatra referred to above, has sent an e-mail on 17.09.2018 proposing therein the following:-

(i) AAI would hold 26% share in the proposed Company and the balance shares will be distributed equally among the private/JV airport operators, i.e. 14.8% for each of the private/JV airport operators.

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(ii) To insert an assertive clause in the Shareholders' Agreement and AOA to ensure restraining of dilution of AAI's share, which would mean that entry of new airport operator

will not impact the equity share held by AAI in the proposed Company. This will not also impact the voting rights of AAI.

(iii) The proposed Company will be incorporated as Private Company under Sec. 8 of the Companies Act.

The said e-mail may please be perused at page 626-627/Cor.

4. Subsequently, the Digital Cell, AAI has forwarded a proposal for taking up the matter with NITI Aayog. The said proposal may please be perused at pages 628-634/Cor.

5. If approved, the proposal as received from AAI (as at pages 629-630/Cor.) may be forwarded to NITI Aayog for examination and for their comments/concurrence.

19/09/2018 5:57 PM

**R. SATHEES KUMAR**  
(SECTION OFFICER)

**Note # 55**

As Policy document has already been approved by HMCA, We may obtain the approval of JS(U) on the proposal for formation of SPV to NITI Aayog for their approval. .

19/09/2018 6:00 PM

**SATISH CHANDER**  
(UNDER SECRETARY)

**Note # 56**

19/09/2018 10:58 PM

**SUYASH NARAIN**  
(DIRECTOR)

**Note # 57**

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Please put up D.O. Urgent.

26/09/2018 10:27 AM

**USHA PADHEE**  
(JOINT SECRETARY)

**Note # 58**

26/09/2018 10:30 AM

SATISH CHANDER  
(UNDER SECRETARY)

**Note # 59**

Reference: As above.

As decided above, a draft d.o. letter is attempted and placed at **DFA/56689** for kind consideration and approval please.

26/09/2018 10:55 AM

DHARMENDRA KUMAR  
(ASO)

**Note # 60**

26/09/2018 11:27 AM

R. SATHEES KUMAR  
(SECTION OFFICER)

**Note # 61**

Page: 24

26/09/2018 11:32 AM

SATISH CHANDER  
(UNDER SECRETARY)

**Note # 62**

Approved.

26/09/2018 12:29 PM

USHA PADHEE  
(JOINT SECRETARY)

**Note # 63**

26/09/2018 1:26 PM

(UNDER SECRETARY)

SATISH CHANDER